

## APPENDIX A – Committee Terms of Reference

The principal purpose of the Governance Review Citizens Advisory Committee (GRCAC) is to provide input and guidance to staff, consultants, and Council regarding public and stakeholder engagement during the Governance Review. A secondary purpose will be to offer comments on educational materials, consultation synopsis, and report recommendations, based on member knowledge and expertise.

Specifically, the Committee will undertake the following activities:

1. Provide input on the topics to be included in the Governance Review (Add, Oct 5/15, Council);
2. Provide input and guidance on educational and communications methods; review and comment on communications materials prepared by the consultant;
3. Provide input and guidance on engagement methods; review and comment on plans for selected engagement activities; and participate in engagement activities;
4. Provide input and guidance on educational materials prepared by the consultant; and
5. Provide input and comment on the synopsis of community input prepared by the consultant;
6. Discuss preferred recommendations;
7. Review and comment on report (recommendations) prepared by the consultant;
8. Evaluate the effectiveness of communications, public engagement processes, and educational materials, as well as the completeness of the synopsis of the public engagement processes, and the draft report.

### Other Matters:

9. There are thirteen members on the Committee. Seven\* members constitute a quorum for all meetings;
10. The Chair and Vice Chair are elected from the Committee as a whole;
11. All meetings are open to the public;
12. All agendas and minutes of meetings will be posted to the District's website;
13. The Committee will meet at the call of the Chair, initially bi-weekly, until such time as the report on the Governance Review Initiative is approved by Council. Thereafter, the Committee will be disbanded;
14. Achieving consensus is the preferred form of decision-making;
15. Part 11 of Bylaw 9321 (A bylaw to Regulate the Proceedings of the Council and Council Committees) governs the proceedings of the Committee; and
16. Members will conduct themselves with respect for fellow members and remain objective. If and when necessary, members will declare a conflict of interest and refrain from providing advice or recommendations that may result in gain for the member individually, or the organization it represents.

(\* As approved by Council October 3, 2016)

Note that subsequent to approval of the Terms of Reference, Council approved the Committee continuing with a total of 12 members, with quorum to remain at seven members.

## APPENDIX B – Governance Review Engagement Strategy



### ENGAGEMENT STRATEGY January 29, 2017

#### I. Purpose:

1. Determine why residents voted in favour of governance review and their expectations of review.
2. Gather a broad range of public input to identify key issues, inform solutions, and establish topics for future consultation opportunities / further consideration.
3. Inform public about governance principles and processes in the local government context.
4. Enhance understanding of governance issues, successes, alternatives or solutions.

Feedback received will inform recommendations to Council on policies and practices designed to mitigate impacts and concerns and improve Saanich governance.

#### II. Context:

During the November 15, 2014 local government elections, eight municipalities in the capital region included a non-binding question on the ballot to determine the level of community support for either amalgamation or a review of governance within the region. The questions varied but most called for public consultation and a provincial study on amalgamation and regional governance.

Over 88% of Saanich voters who responded to the question indicated “Yes.”

*“Do you support Council initiating a community-based review of the governance structure and policies within Saanich and our partnerships within the Region?”*

In December 2014, Council passed a motion requesting that staff prepare a report advising how such a governance review might be structured and carried out.

The Governance Review Citizens Advisory Committee (GRCAC) was then established with the mandate to lead a governance review and report back to Council by the end of October 2017. The committee has set the following objectives:

- a) To undertake a review of the governance structure and policies within the District of Saanich and its partnerships within the region and report to

- Council with recommendations for its consideration;
- b) To prepare a series of educational materials that enable residents and stakeholders to be productively involved in the consultation process; and
  - c) To consult broadly with Saanich residents and Saanich-based stakeholders related to governance, ensuring a diversity of opportunities for input and feedback.

It is assumed there is limited general public and stakeholder understanding of local government governance principles and processes, and little knowledge of the mandate and composition of the GRCAC. Background materials will provide contextual information to address this.

The District of Saanich has a well-developed engagement culture and has produced a guide to assist the public in working with the District on engagement opportunities. The Governance Review engagement plan has been developed to align with this framework.

### III. Guiding Principles for Engagement

In accordance with the District of Saanich “Public Process Handbook”, and the IAP2 (International Association for Public Participation) Public Participation Framework, the engagement component of the Governance Review will be based on the following principles:

- **Transparency** – be clear and open about the process and provide a public record of the outcomes, and range of views and ideas expressed.
- **Mutual Respect** – listen with an open mind and show consideration and value for another person’s point of view.
- **Inclusiveness** – include a wide range of people, voices, ideas and information to facilitate results that reflect the views of a broad sector of the diverse Saanich community.
- **Access** – provide accurate and timely information to participants and respond to all inquiries and requests for information as quickly as practicable.
- **Honesty** – be truthful and genuine in all interactions, follow through on commitments and act in a trustworthy manner.

### IV. Engagement Framework:

The engagement approach is based on the IAP2 Public Participation Spectrum, which demonstrates the possible types of stakeholder and community engagement, and the increasing levels of public impact as you progress through the framework.



This project will focus on the INFORM, CONSULT and INVOLVE components of the Public Participation Framework (PPF), as outlined below.

INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
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As outlined in IAP2 framework				
Public Participation Goal:	Public Participation Goal:	Public Participation Goal:	Public Participation Goal:	Public Participation Goal:
To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision, including the development of alternatives and the identification of the preferred solution.	To place decision-making in the hands of the public.
Promise to the Public:	Promise to the Public:	Promise to the Public:	Promise to the Public:	Promise to the Public:
We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

The following tools and techniques will be employed in the Saanich Governance Review to achieve the goals and commitments described in the three relevant Public Participation components above.

<b>Specific to Saanich Governance Review</b>				
<b>Stakeholders:</b>	<b>Stakeholders:</b>	<b>Stakeholders:</b>	<b>Stakeholders:</b>	<b>Stakeholders:</b>
Saanich residents Community and business groups	Saanich residents Community and business groups Retired Saanich Councilors Representatives of other local governments Representatives of other community groups	Saanich residents Community Associations Community, business and other groups	n/a	n/a
<b>Tools and Techniques:</b>	<b>Tools and Techniques:</b>	<b>Tools and Techniques:</b>	<b>Tools and Techniques:</b>	<b>Tools and Techniques:</b>
Media Releases Newspaper editorials/insert/ads Fact Sheets Editorials On-line Survey Website (information repository) Social Media Public Meetings CA Newsletters	Public comments On-line Survey Face to face meetings or “interviews” Focus groups Dedicated email address Written submissions	Open House / Public Meetings/Workshops Focus groups Targeted stakeholder engagements Pop up sessions or “coffee chats”	n/a	n/a

The engagement approach will be as broadly based as possible. There will be multiple opportunities and avenues for residents, Saanich-based stakeholder groups, Saanich Committees and staff to participate in the process. The consultations will help define and describe how potential changes might impact the community – positively and negatively – and will help to surface issues that need to be addressed.

## **APPENDIX C – Governance Review Communications Summary**

### **1. Communication Objectives**

- To enhance awareness and knowledge of governance matters and how they relate to citizens and service delivery.
- To encourage and facilitate participation in the engagement process.
- To establish trust between GRCAC and community groups and individuals.
- To manage expectations about scope of review and what can and cannot be done.

### **2. Key Audiences**

#### **External**

Saanich residents

Former Saanich Councillors

Youth – UVIC and Camosun students, Saanich youth council

Seniors

Business community

Other local government elected officials

Saanich Advisory Committees

Community Associations and Saanich Community Association Network (SCAN)

Academic community

#### **Internal**

Council

Senior staff

### **3. Materials/Products Required**

- Launch Event – Invitations, Media Advisory, Media Release
- Media Release(s) at other points
- Social media posts
- Newspaper ads – Saanich News
- Facebook ads
- Op-ed potentially
- Display boards for Launch
- Posters at Saanich venues and other locations
- Fact Sheets / Backgrounders
- FAQs
- Website and social media posts and materials
- PowerPoint presentations for Public Meetings
- On-line survey questions

#### 4. Key Messages

The following key messages provided the basis for the underlying language and messaging that informed discussions, written materials, news releases and all other communication.

- Over 88% of Saanich voters in the 2014 municipal election supported Council initiating a community-based review of the governance structure and policies within Saanich and the District's partnerships within the Region.
- The GRCAC has been established to ensure an independent approach to conducting a governance review for Saanich.
- The review will look at the primary components of governance – authority, transparency, accountability, decision-making, continuous improvement, and the District's role in the Capital Regional District.
- Public input and participation is valued and needed.
- We are taking as broad an approach as possible on public engagement and consultation; there will be multiple opportunities for citizens to share their opinions and suggestions.
- We will report out to Council and provide recommendations that reflect the input we have received and research that has been done.

Underlying this messaging are the following principles:

- Important to explain governance in simple language.
- GRCAC role is to listen and add value to the discussion.
- Language should be neutral and avoid stating opinions – focus on facts.

## 5. Educational and Informational Materials

### Educational Backgrounder – Side A

# GOVERNANCE MATTERS... GET INFORMED!



#### WHAT IS IT?

- There are lots of interpretations, but it is fundamentally about how organizations ensure that they are doing the right things, in the right way, for the right people, in a timely, inclusive, open, honest, accountable manner.
- Governance includes all the systems and processes, values and rules that are designed to coordinate and control an organization's actions and resources.

#### WHY IS IT IMPORTANT?

It leads to:

- Good decision-making
- Good management
- Good performance
- Good service protocols
- Good policies and practices
- Good meeting procedures
- Good stewardship of public money
- Good Council and staff relationships and conduct
- Good public engagement

#### WHAT DOES GOOD GOVERNANCE LOOK LIKE?

It is:

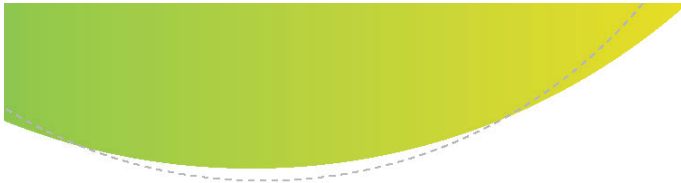
ACCOUNTABLE	Obligations are met to report to the public, explain and be answerable for decisions and their consequences
TRANSPARENT	Decision-making should be easy to follow and understand
FOLLOWS THE RULE OF LAW	Decisions should be consistent with relevant legislation and common law, and within Council's powers
RESPONSIVE	Needs of entire community are served, and competing needs are balanced in a timely, appropriate, responsive manner
EQUITABLE AND INCLUSIVE	All groups, particularly the most vulnerable, should have opportunities to participate in the decision-making process
EFFECTIVE AND EFFICIENT	Decisions and processes should make the best use of the available people, resources and time
PARTICIPATORY	Those affected by the decision should have the opportunity to participate in the process for making that decision

 #saanich #GovernanceMatters #SaanichGovernanceReview





## Educational Backgrounder – Side B



### LOCAL GOVERNANCE CONTEXT IN BC

MUNICIPALITIES	REGIONAL DISTRICTS	IMPROVEMENT DISTRICTS
<ul style="list-style-type: none"> <li>• cities</li> <li>• towns</li> <li>• districts</li> <li>• villages</li> </ul> <p>provide broad range of services and regulate a variety of activities</p>	<ul style="list-style-type: none"> <li>• municipalities</li> <li>• electoral areas</li> </ul> <p>can provide variety of services, except roads, policing</p> <p>regional board decides services to provide</p>	<ul style="list-style-type: none"> <li>• vary from small sub-divisions to larger communities</li> <li>• primarily rural</li> </ul> <p>empowered to provide local services but not general governance or land use planning</p>

### SAANICH GOVERNANCE REVIEW TOPICS

Each local government operates through a governance framework that brings together an underlying set of legislative requirements, governance principles and management processes. The Saanich Governance Review will focus on the following key components of governance. Saanich citizens will have multiple opportunities to participate in this process. See [saanich.ca/governancereview](http://saanich.ca/governancereview) for details.

#### AUTHORITY

- Lines of authority between Council and staff, clarity around functions
- Strategic leadership, including articulation of vision, purpose and outcomes
- Regulatory processes and how they are exercised

#### ACCOUNTABILITY

- Degree and scope of public engagement
- Public reporting of progress and activities
- Timeliness and responsiveness
- Compliance with strategic plan, financial plan, policy and regulation
- Standards of conduct and behaviour

#### DECISION-MAKING

- Transparency of decision-making process
- Degree to which decision-makers are well informed, and supported by objective, quality information and advice
- Management of risk

#### CONTINUOUS IMPROVEMENT

- Development of Council and staff capacity and capability
- Regular evaluation and course correction

#### REGIONAL ROLE

- Relationships between local governments, Capital Regional District, First Nations, and provincial and federal governments
- Partnerships and collaborations

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**Saanich**

## Informational Backgrounder

# GOVERNANCE MATTERS... GET ENGAGED!



## SAANICH GOVERNANCE REVIEW

During the November 15, 2014, municipal election, 88% of those who voted in Saanich indicated support for a community-based review of the governance structure and policies within Saanich and its partnerships within the Region.

In response, the Governance Review Citizen Advisory Committee (GRCAC) was established by Council to conduct an independent review and report back in Fall 2017. One of the primary objectives of this volunteer committee is to consult broadly with the community to obtain a diversity of feedback.

### Multiple opportunities are available for the public and stakeholders to provide input:

- **Launch of Formal Engagement** – formal engagement gets underway on Thursday, February 9 with a media event to launch the process.
- **“Coffee Chats,” focus groups and community meetings** – from February to May, the GRCAC will be out in the community meeting with individuals and groups, continuing a process that began informally in November.
- **Written Submissions** – an email address has been set up to receive written submissions and questions, at [saanichgovernancereview@shaw.ca](mailto:saanichgovernancereview@shaw.ca)
- **On-line Survey** – a public survey will be available on the Saanich website beginning March 1 and running through to the end of May.
- **Public Meetings** – four public meetings will be convened to allow opportunities for broader discussion. These have been designed to accommodate as many residents as possible, with two different formats, and both daytime and evening sessions available on weekdays and weekends. Dates and locations are:

DATE	TIME	MEETING FORMAT	LOCATION
Wed, April 12	7 – 9 pm	Workshop	Cedar Hill Golf Course Clubhouse
Sat, April 22	1 – 3 pm	Workshop	Gordon Head Recreation Centre
Sat, May 6	1 – 3 pm	Town Hall	Location to be determined
Wed, May 17	7 – 9 pm	Town Hall	Saanich Commonwealth Place

The public engagement phase will conclude at the end of May. All information collected will be compiled and assessed over the summer, with the final report presented to Council in October.

Members of the public are welcome to attend the regular meetings of the GRCAC, held the last Wednesday of each month. Schedules, agendas, and minutes are published on the Saanich website. Meetings are held in the Kirby Room, Saanich Police Department, 760 Vernon Avenue.

Further information on the review and the GRCAC is available at: [saanich.ca/governancereview](http://saanich.ca/governancereview)



# GOOD GOVERNANCE

## What Does it Mean to You?

GOVERNANCE REVIEW  
Citizen Advisory Committee

# SHARE YOUR VIEWS!

...as we explore Saanich's governance structure and its partnerships within the region

**Consultation runs to May 31, 2017**

There are many ways to share your opinions:

- Direct to the Committee at: [saanichgovernancereview@shaw.ca](mailto:saanichgovernancereview@shaw.ca)
- Complete our survey at: [saanich.ca/governancereview](http://saanich.ca/governancereview)
- Attend a meeting and participate in discussions

DATE	TIME	MEETING FORMAT	LOCATION
Wed, April 12	7 – 9 pm	Workshop	Cedar Hill Golf Course Clubhouse
Sat, April 22	1 – 3 pm	Workshop	Gordon Head Recreation Centre
Wed, May 17	7 – 9 pm	Town Hall	Saanich Commonwealth Place
Sat, May 27	1 – 3 pm	Town Hall	Garth Homer Centre

For more information, go to:  
[saanich.ca/governancereview](http://saanich.ca/governancereview)

Newspaper Ads



**GOVERNANCE MATTERS...  
Get Engaged!**

**GOVERNANCE REVIEW**  
Citizen Advisory Committee

**WANT TO LEARN ABOUT GOVERNANCE IN SAANICH?  
HAVE IDEAS TO SHARE?**

Local government matters! It touches you directly every day.

Join us at a Town Hall:

**Wed, May 17 | 7 – 9 pm**  
**Saanich Commonwealth Place, 4636 Elk Lake Drive**  
Hosted by **Dr. Kimberly Speers** | UVic, School of Public Administration

**Sat, May 27 | 1 – 3 pm**  
**Garth Home Centre, 813 Darwin Avenue**  
Hosted by **Dr. Evert Lindquist** | UVic, School of Public Administration

Can't attend a meeting? Share your thoughts at:  
[saanichgovernancereview@shaw.ca](mailto:saanichgovernancereview@shaw.ca)  
Survey: [saanich.ca/governancereview](http://saanich.ca/governancereview)  
until May 31st



# GOVERNANCE MATTERS... Get Engaged!

 GOVERNANCE REVIEW  
Citizen Advisory Committee

## HAVE IDEAS ABOUT GOVERNANCE IN SAANICH? WE'D LOVE TO HEAR FROM YOU!

Local government matters! It touches you every day.

Complete the SURVEY at: [placespeak.com/saanichgovernance](http://placespeak.com/saanichgovernance)

Share your views with the Committee: [saanichgovernancereview@shaw.ca](mailto:saanichgovernancereview@shaw.ca)

**CONSULTATION EXTENDED TO JUNE 15**

## TAKE THE OPPORTUNITY TO HAVE YOUR SAY!

Find out more at  
[saanich.ca/governancereview](http://saanich.ca/governancereview)

 Saanich

# GOOD GOVERNANCE

## What Does it Mean to You?

 **GOVERNANCE REVIEW**  
Citizen Advisory Committee

## SHARE YOUR VIEWS!

... as we explore Saanich's governance structure and its partnerships within the region.

## Consultation runs to May 31, 2017



## THERE ARE MANY WAYS TO SHARE YOUR OPINIONS!

- Direct to the Committee at: [saanichgovernancereview@shaw.ca](mailto:saanichgovernancereview@shaw.ca)
- Complete our survey at: [saanich.ca/governancereview](http://saanich.ca/governancereview)
- Attend a meeting and participate in discussions

**Wed, April 12 7 – 9 pm**

**Workshop** – Cedar Hill Golf Course Clubhouse  
1400 Derby Road

**Sat, April 22 1 – 3 pm**

**Workshop** – Gordon Head Recreation Centre  
4100 Lambrick Park Way

**Wed, May 17 7 – 9 pm**

**Town Hall** – Saanich Commonwealth Place  
4636 Elk Lake Drive

**Sat, May 27 1 – 3 pm**

**Town Hall** – Garth Homer Centre  
813 Darwin Avenue

For more information, go to:  
[saanich.ca/governancereview](http://saanich.ca/governancereview)

## **APPENDIX D – Consultation Feedback**

### **1. Key Themes and Perspectives**

As well as public feedback, the committee received input from Saanich stakeholders, such as Community Associations, Advisory Committees, business leaders, current and former elected officials, and senior Saanich staff. Committee members also met with representatives of the Duncan – North Cowichan Citizens’ Assembly. A presentation on the GRCAC’s work was made to the CRD Governance Committee and a follow-up meeting took place with the CRD Governance Committee Chair.

A lot of interesting feedback was collected throughout the engagement process, and some key overarching themes and common perspectives emerged. These are summarized below.

#### **Key Themes:**

- i) Transparency and decision-making;
- ii) Organizational culture;
- iii) Public participation
- iv) Community involvement
- v) Enhancing regional governance and the CRD;
- vi) Amalgamation and enhancing regional service delivery;

#### **i) Transparency and Decision-Making**

Consolidated notes from exploratory discussions with 29 targeted key stakeholders with regard to transparency and decision-making, reported a lack of clarity and accurate communication. Public survey results (52 responses) also indicated a high level of concern for the lack of transparency in the decision-making process, and the perception of staff unduly influencing council decisions. Decision-making processes appeared to be untethered from evidence based practices; information was often unavailable to citizens and associations. Many respondents felt social media and web based council meetings could be viable solutions.

Participants in the governance workshops suggested “transparency and clarity are needed for lines of authority (Community Associations and Advisory Committees)” and the need to “clarify function of Council – discussion or lack of it often demonstrates poor understanding of strategic role of Council”. There needs to be more open, transparent availability of information regarding who and how decisions are made by and within the Saanich bureaucracy. Other considerations with regard to transparency and decision-making include if consultation processes are truly transparent in terms of information provided to the public, and do these processes inform decision-making.

Some said that Council meets too often in-camera and council meetings begin to feel like just

theatre where decisions are made before the meetings begin and what is said is just talking points.

### Specific feedback included:

#### Accountability

- citizens regard council's leadership to be weak.
- some citizens feel the District is easy to work with, but by far the majority claimed that officials can be unreasonable, slow, autocratic, and can show hostility and disrespect toward citizens and taxpayers.
- culture of non-cooperation and even obstruction cited, rather than service delivery.
- citizens are reluctant to apply pressure or criticize lest they be subject to obstinacy or reprisals from staff.
- the District takes frustratingly long to issue permits and that permit processing and other approvals are not guided by enforced timelines. Delays and slowness in approvals means that investors, developers and businesses are locating elsewhere, thereby depriving Saanich of tax revenues, and residents of needed services.
- the District can be arbitrary and even antagonistic when dealing with developers, and has implemented bylaws such as the EDPA in a manner that has aroused public anger.

#### Authority

- roles, authority and accountability of senior staff are unclear.
- limited capacity within the organization to deal with all issues suggests that a more strategic division of labour could be taken.

#### Decision-making

- Council spends what seems like excessive time on minor decisions that could be made by staff, and not enough time framing policy and giving direct.
- short time-frame (e.g., late Friday afternoon for Monday evening meeting) for reviewing council agendas and briefing material, potentially leading to improper preparation for decision-making, and poorly informed decisions.
- the role that staff plays in preparing Council for decision-making should be examined.

#### Council Processes

- time limits for serving on council were supported (with virtually no support of the existing situation). Term limits would resolve concerns that councillors go past their "best before" date; would permit fresh ideas and perspectives more frequently, and prevent what amounts to career politicians in Saanich.
- too many in-camera meetings and lack of explanation for why there are so many, or what they entail.

#### Continuous Improvement

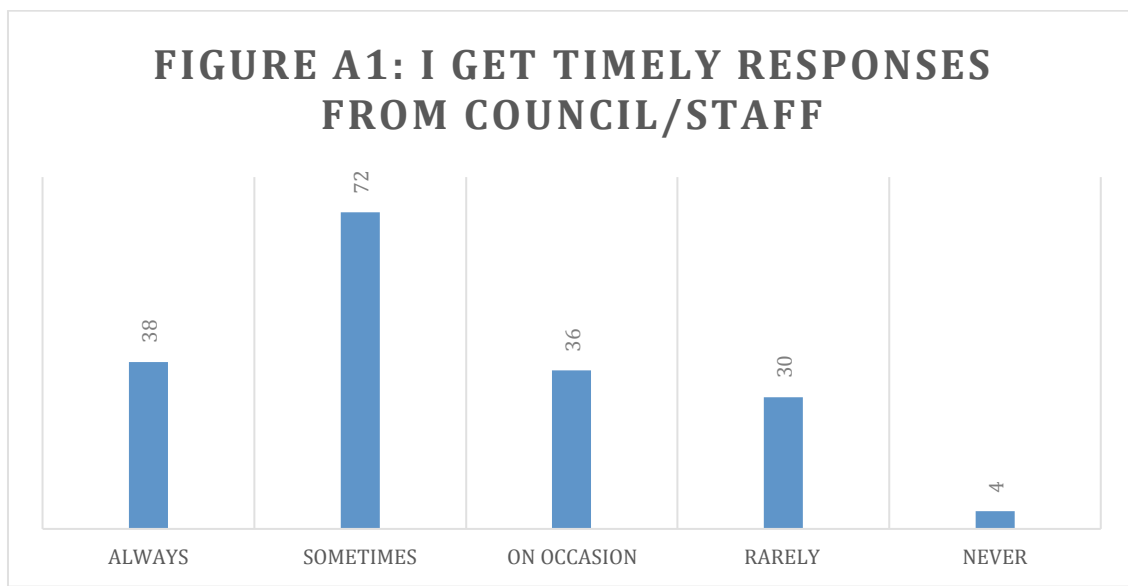
- overall Saanich does the routine things well, such as solid waste collection, road repairs, and good park facilities, but complex things, such as the Shelbourne Valley Action Plan and the EDPA are not done well or in a timely manner.



## ii) Organizational Culture

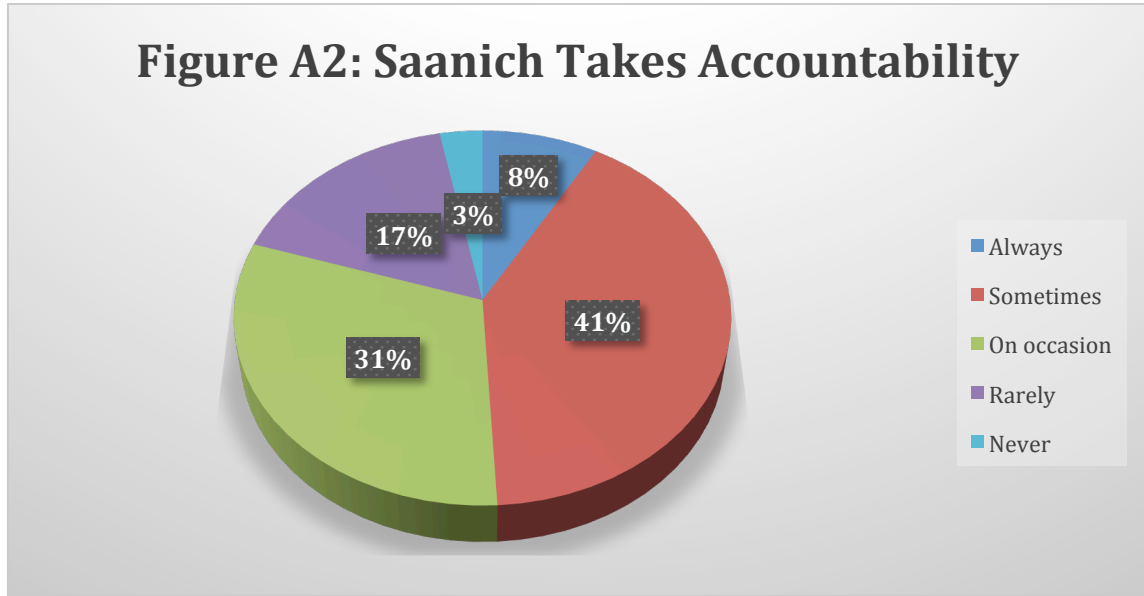
Exploratory discussions with 29 targeted stakeholders were held in November 2016. The discussion focused on what they saw as the key governance issues for Saanich. The respondents were asked to speak to seven principles of a governance framework: authority, accountability, transparency, decision-making, responsiveness, public participation, and continuous improvement. Overall responses indicate that there is a somewhat dysfunctional organizational culture characterized by a lack of strategic leadership and clarity of roles for staff and councillors, and a need for greater transparency with regard to access to information.

The question of responsiveness was addressed in the public survey. Of the 180 responses to the statement “I have been able to get a response to my questions either from a Saanich councillor or staff person in a timely manner”, Figure A1 shows that 38 (21%) said “always”, the largest proportion (40%) said “sometimes” and the remainder (39%) said “sometimes”, “rarely” or “never”.



The above views were supported by feedback gathered through the town halls and targeted engagements. More specifically, there was general concern around the lack of role clarity for staff and council, as well as the flow of information between staff, council and the public. Survey respondents were asked how confident they were that Saanich council would make changes if/when necessary to enhance their governance performance. Responses showed that there was a general lack of confidence; 62% indicated that they were not very or not at all confident that Saanich would make changes. For example, a number of Town Hall participants felt that the relationship between the CAO and Council needed greater clarity and that this would, in turn, result in enhanced accountability.

Lack of role clarity (and transparency) between staff and Council appeared to be linked to issues of accountability. In response to the question “does Saanich Council take accountability for its decisions and actions?”, 94 out of 223 (41%) participants indicated “sometimes”, while 71 (31%) said “on occasion” and 20% said “rarely/never”.



Another consistent view throughout the consultations was the need for Council to focus on the strategic, big picture, managing agendas and performance, rather than detailed operational or administrative issues. Council is too focused on “putting out fires” so too many issues get parked. In addition, there is an appearance of “old” versus “new” guard and this results in difficulty getting to meaningful consensus and effective leadership. Numerous participants commented that Saanich does the routine things well, such as garbage pick-up, but complex issues go on far too long. The organizational culture is not working effectively and the reputation that Saanich is difficult to deal with is widespread.

Concerns regarding the organizational culture particularly with regards to decision-making, extended to Saanich’s relationship with area business representatives who expressed serious concerns about the working relationship between council/staff and the business community. For example, participants stated that Saanich is not business friendly, and “development is not a community value”. Respondents across the spectrum of participants expressed the sense that Saanich is not doing enough on economic development.

### iii) Public Participation

Closely linked to the responses regarding the organizational culture of Saanich municipal governance, was the need to enhance public participation in effort to address the need for greater transparency and accountability. Respondents to the public survey suggest an “old boys’ club” exists that is inaccessible to the public, making participation frustrating and

unrewarding.

Respondents reported feeling like “we participate but it often seems like we are not being listened to”, and “only the most vocal are heard, those who have time and resources to research and stay on top of what happens and when”. Many citizens do not participate as they feel that Council has not listened to them for many years. While input is accepted, it is not seen to influence decisions.

#### Specific feedback included:

- leadership can be shown in the sorts of engagements council has with citizens.
- Councillors can be more directly engaged in community affairs by using existing structures such as Community Associations.
- public membership on several Advisory Committees dates back to 1991, and renewal is long overdue. Advisory Committees are chaired by members of council, who generally drive the committees’ agendas, leaving limited opportunity for citizens to bring items forward. Further, committee members contribute significant time, and need to know that their work is valued by Saanich.
- public participation in the budgeting process is too low and starts too late in the process.
- public participation can be perceived at times as an excuse to reduce decision-making responsibility.
- public participation processes in Saanich, at times, have been unclear and drawn-out. Expectations during the Shelbourne Valley Action Plan and Local Area Plans’ update meetings with Community Associations, for example, may have been set too high and there may have been confusion about what consultation was for.

#### iv) Community Involvement

A closely related survey question was one that sought to discern the nature of respondents’ community involvement. The question was answered for the most part as a discussion of the role of community associations (CAs) in municipal governance. In the exploratory discussions with twenty-nine (29) targeted stakeholders as well as the Saanich Community Association Network, community associations were identified as an important but underused resource for Council. Community associations generally have great potential for meaningful two-way dialogue within the community, and between the community and Saanich, and can make Saanich governance more effective. It was expressed that effective and strong CAs would be a good source of meaningful feedback for Saanich, whereas currently they get little and it is of poor quality.

Public survey responses seemed to indicate both support for Community Associations, but suggest these associations are not recognized or supported as a part of the governance structure. There is also concern expressed for the exclusivity (lack of inclusiveness and representativeness) of some associations.

## Citizen Involvement in Budget Process

- Saanich has a handout on the Budget Process as they see it unfolding.<sup>1</sup> Unfortunately, the public input process is seen as a survey conducted by Saanich (last one done in 2015). Apparently the baseline questions are many years old, originally being developed by Royal Roads University, and the responses are taken as benchmarks.
- according to the Director of Finance there has been no follow-up with the Council in over two years. It appears that the topic of early public participation in the budget process is languishing, as there seems to be no will on Council to advance the topic.
- the current budget process appears to start with the prior year departmental numbers and rolls figures forward based on salary adjustments and prior year's performance of budget vs. actual.
- there is no obvious reported process that either staff or Council, on a prearranged cycle, takes an in-depth corporate-wide review of business processes to see if there are better ways of providing services more efficiently, effectively, or if the service even needs to be provided. This would include a review using tools such as computer innovations, new mechanical devices, services provided from outside the organization or on a more regional basis to improve overall staff efficiency.
- public input into the actual budget numbers does not come until the latter part of the process when the budget is all but ready for bylaw adoption.
- the Finance Standing Committee, which is made up of Councillors and staff, is scheduled to meet only four times a year. As of July 2017 in this fiscal year, they have only met once.
- a review of the Citizen Survey going back to 2006 shows that 71% to 86% of the survey respondents have supported the same level of taxation or less with the same level or less services. Yet the taxes for the average Saanich house have increased 22.1% in the last five years alone, 16.41% when one factors in inflation. Therefore, it would appear that neither the Council nor the Staff is listening to the citizen input that they claim forms the basis for budget consultations.
- the Saanich Public Process Handbook states (p14) "The District will make every effort to communicate with and provide opportunities for participation to anyone who is interested in or affected by decisions." Yet the stated basis for budget input, being the Citizen Survey, only canvasses a random 600 citizens. That effectively leaves 100,000 plus citizens without input into the early budget process. Further staff set the survey questions, and the survey results are presented to the incoming Council as a fait accompli.
- in terms of the level of citizen input the OCP states:
  - “Saanich ensures sustainability through the provision of efficient, affordable, accessible, and reliable public services, programs, and utilities that meet community expectations, and are achieved through careful management,

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<sup>1</sup> [www.Saanich.ca/assets/Community/Draft-Saanich-Budget-Process-Sept-2016.pdf](http://www.Saanich.ca/assets/Community/Draft-Saanich-Budget-Process-Sept-2016.pdf)

fiscal responsibility, innovation, progress monitoring, community involvement, and meaningful consultation.” (Sec 2.2)

- in relation to having meaningful public participation earlier in the budget process, on August 15, 2015, the following motion was passed by the Finance and Audit Committee:

“That Council

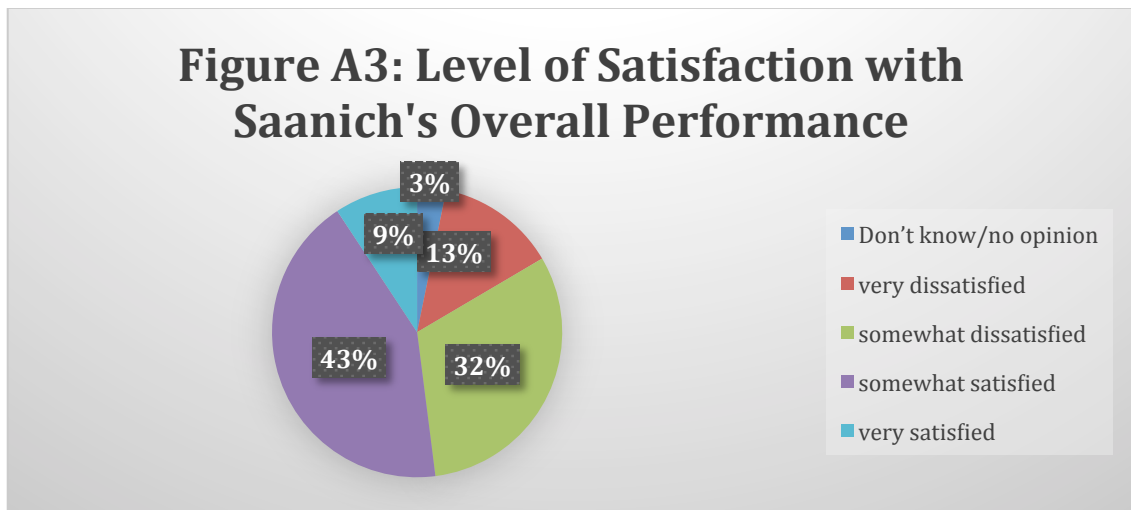
Confirm that participation on the Financial Plan will be on a “consult” level as defined in the public Participation Policy: and

Direct staff to develop a new Council Policy for consultation on the financial plan based on short term improvements incorporating consultation to develop new budget participation processes”

#### v) Enhancing Regional Governance and the CRD

Of the 248 responses to the question of satisfaction with Saanich’s overall performance, 43% were somewhat satisfied while 32% were somewhat dissatisfied (See Figure A3). Comparing those at the higher levels of the spectrum there were more people who were very dissatisfied (13%) than very satisfied (9%).

The majority of survey respondents (71%) indicated that they supported a governance review in Saanich. However, when asked how confident they were that Saanich Council would make the changes if/when necessary to enhance their governance performance, 100/251 (40%) were not very confident.



Furthermore, 138/251 (55%) respondents indicated that they were not satisfied with the overall regional governance model. When asked the question “are Saanich issues well represented to other local municipalities and the CRD”, 63% (58/92 respondents) indicated that they disagreed with the statement (See Figure A4).

## Figure A4: Is Saanich Well Represented at the Regional Level?



With regard to the matter of enhancing regional governance, and the most important thing Saanich should do to maintain effective governance in the region, respondents stated there is a need to address the role of the CRD (29 of 251 survey responses or 11.6%). When asked about regional governance, responses from targeted stakeholders spoke to the need for Council to pursue more regional cooperation through a strategic planning process that identifies key areas of service coordination. Other feedback received from public participants at Saanich town halls focused on enhancing CRD accountability with suggestions that the Board should be directly elected to ensure objectivity and accountability to region, and the CRD mandate should be amended and their authority clarified. Alternately, some participants and survey respondents felt that the CRD should be abolished.

The role of the CRD was closely aligned with calls for amalgamation, but was also linked to concerns of accountability. Interestingly, the CRD was not mentioned in any of the responses to the governance review provided by staff or Advisory Committee members. When considering the responses to complementary questions such as “how satisfied are you with the projects and services that are currently delivered through municipal and regional partnership arrangements?”, 100 of 214 respondents (46.7%) indicated they were very dissatisfied or somewhat dissatisfied. When asked “how satisfied are you with the overall regional governance model”, 138 of 215 respondents (62.4%) indicated they were very dissatisfied or somewhat dissatisfied.

### Specific feedback included:

- the current local governance structure is dysfunctional and inadequate for the type of community we appear to want and are creating.
- CRD Board should be directly elected to ensure objectivity and accountability to region.
- CRD representatives not accountable to CRD, all are beholden to their municipality; voluntary agreements are easily abandoned.
- voting records of Saanich reps on CRD should be reviewed. CRD mandate should be amended and CRD should be in control of whatever they are

mandated to do.

- CRD is not effective and maybe would be better as a strategic leadership and planning agency, with actual operations returned or remaining with the municipal governments who have the infrastructure. Municipalities have a tradition of accountability that doesn't exist on a regional basis. CRD is too big, too expensive and relatively ineffective.
- Saanich is big and needs to be managed in a thoughtful, equitable and prudent manner, however it needs grow up mentally as a municipality and realize it is the largest player in the CRD, not simply some annex of Victoria.
- if the CRD is going to provide region wide service then it needs to be given the authority and power to make decisions and deliver services without being held hostage by individual municipalities who do not consider the greater good of the entire region.
- eliminate the CRD and replace with one Regional Council for Greater Victoria, and with local community councils (where communities are not necessarily defined by present municipal boundaries) providing input to the Regional Council.
- it's time for everyone in each municipality to be held accountable for the impact of decisions that negatively impact their neighbouring communities. The CRD is not an effective tool when leaders cannot see beyond their own needs and not consider the larger impact of decisions.
- not clear on decisions the municipal government makes and that of the CRD where CRD seems to have the power to change or make decisions contrary to the needs of the local community.

## **vi) Amalgamation and Enhancing Regional Service Delivery**

When asked the questions “why they responded to the survey on governance review”, “what is the single most important change Saanich needs to make in order to meet your expectations for good governance” and “what opportunities do you see for future partnerships or service delivery within the region”, 111 of 251 (44%) survey respondents identified amalgamation. Respondents who participated in Saanich Town Hall meetings also indicated a need for amalgamation or minimally, further study on it.

In contrast, amalgamation was not a top consideration for the targeted stakeholders, advisory committees, and staff. There is a clear difference between the public and the municipal leaders/staff on the issue of amalgamation.

The topics of amalgamation, shared services and regional governance were raised by many Saanich citizens throughout our consultative process. We heard a wide-range of perspectives, including strong support for and against amalgamation, a desire to continue to pursue some for of shared services with adjacent municipalities, the acknowledgment that more study maybe needed on this issue and a desire to have a more specific question relating to amalgamation on the ballot in 2018.

While there doesn't seem to be a consensus about whether Saanich should amalgamate or not, including amongst the Committee, there does seem to be a consensus that discussion on this topic shouldn't be shied away from. It is an important topic for our municipality and our region that we need our leaders to bring clarity and direction to.



## 2. Feedback from Public Workshops – April 12 & 27, 2017

**Question 1: When considering how Saanich Council and staff interact with the public, what do you feel they should STOP, START, CONTINUE doing to enhance public participation and good governance?**

Note: **Bold** text denotes responses received multiple times

Council			Staff		
Start	Stop	Continue	Start	Stop	Continue
Clarifying how advisory committees work and how the public can connect with them; would like to hear members of those committees speak at Council meetings	<b>Poor prioritizing of council agendas</b> – need to better accommodate issues of interest to the public attending; stop spending too much time on minute things	Clarifying roles and responsibilities in relation to staff	Better information for public on in-camera issues	Not focusing on delivery of core services	<b>Enhancing interaction with public – being helpful and responsive</b>
Manage public input so that everyone has a chance to speak	Closed door meetings	Unstructured relationship with community associations	Better communication with community associations in particular with respect to large projects		Enhancing website; more proactive sharing of information
More proactive communication with public on emerging issues	Ignoring opinions and input of citizens at council meetings		Questioning effectiveness of results of initiatives		
<b>Sending out meeting packages at least a week ahead of time; more time to prepare</b>	<b>Letting special interest groups take over topics and having undue influence</b>		Including options in reports rather than just a recommendation		
Get more people engaged – use social media			Working better with Council to prioritize agendas and issues		

Publicizing nature of in-camera items			Better and more consistent bylaw enforcement; different approach needed with public to reduce friction and not undermine public confidence		
<b>Stronger liaison between councillors and neighbourhoods/ community associations/ citizens</b>					
Get broader input at start of planning; use <b>more social media</b> ; get to people on the street; tap into the silent majority					
Put Council meetings online					

**Question 2:**

**In what ways does Saanich Council demonstrate principles of good governance?**

- It generally works well, including the website
- Staff good at focusing on the little stuff but not the big stuff
- Community Associations always get to have a say even if the decision doesn't go their way

What are the main areas for improvement?

Authority

- Authority needs to be balanced with responsibility
  - Levels of authority and responsibility should be equal for elected officials
- Gov't should operate like a rowboat – the elected officials steer and the staff row
  - Currently, the “steering” is inadequate and Council is spending too much time “rowing”
  - Council should focus on the “what’s” and staff should focus on the “how’s”
  - Lines of authority between Council and staff not clear

- There are three approaches a CAO can take: the “we know best” approach, the “listen to everybody” approach, and the “problem-solver” approach - CAOs should focus on the latter approach
- Lack of strategic leadership at the elected official level
  - Needed for municipality to function effectively
  - Council losing focus of big picture and spending too much time on nitty-gritty
  - Council shouldn’t have to assess anything more than “does this fit with the strategic plan” and focus more of their energies on strategic leadership
  - Strong leadership required for both policy and administration
- Municipal govt should focus on core services instead of the “nice-to-haves”
  - Core services include infrastructure and zoning
  - Also consider industrial and commercial interests instead of too much focus on residential input during consultation – all needed for local interests
- Shift the top heavy nature of staff - more workers, fewer management
- More delegation and clarity of authority for staff so Council doesn’t have to deal with minutiae
- Transparency and clarity needed for lines of authority (community associations and committees)
- Clarify function of council – discussion or lack of it often demonstrates poor understanding of strategic role of Council

#### Accountability

- Transparency needed to see what Council is doing
  - Difficult to find out what went wrong when issues arise
  - Current access to information = data provided by staff and website
  - Too much decision-making behind closed doors
  - Clarify function of council – discussion or lack of it often demonstrates poor understanding of strategic role of Council
- Need to change the culture at Saanich Hall
- All budget items should be fully costed and presented as multiple options before getting to Council
  - Better representation of local issues
- How are staff accountable?
  - Do we have the staff we need or the staff we can afford?
  - Staff accountability should be measured by compliance with Strategic Plan
  - Staff accountable to CAO, who is accountable to Council which is accountable to public
- Saanich processes not timely, not responsive
  - Long wait times for permits, etc.
  - Need a system in place to measure timeliness and report out on different metrics
- Advance notice of Council meeting agenda items needed

- four days is not enough, should be two weeks
- Mayor could be selected from amongst Council instead of separately by the public
  - Could ensure mayor + council work together better
- Advisory Committees have a lot of potential
  - Council rep appointed by mayor should not automatically be chair – rep should be one member of committee and committee should select Chair on a yearly basis
  - Too many incumbents, committees need more turnover – possibly through term limits
  - More input/motions from non-Council committee members should be encouraged
- Community Associations not well defined or formalized
  - Should be better organized as they are in Victoria with clear definition of roles + responsibilities
  - Efforts should be taken to ensure they are more representative of the whole community
- Enhancing accountability means reporting out and measuring the value of initiatives; Council and staff need to walk the talk

#### Planning & Reporting (link to accountability)

- Need longer term planning and link to OCP; Council needs to better articulate its vision for Saanich; absence of strong guiding principles of what we are trying to achieve
- Better alignment of plans (accountability and strategic leadership) and stick to jurisdiction (core services)
- Staff should work to achieve strategic planning goals
- Staff accountability should be measured by compliance with Strategic Plan

#### Transparency

- Clarity for citizens in how they can get assistance; who do they talk to; minimize the run-around (customer service)
- Responsiveness of Council and staff on issues e.g., response to email or letter sent
- Transparency and clarity needed for lines of authority (community associations and committees)
- policy in place for more consistent and transparent decision making
- Staff not always forthcoming about solving problems, sharing information and assisting the public

#### Decision Making

- All budget items should be fully costed and presented as multiple options before getting to Council
  - Better representation of local issues
- Education, awareness of the community and its needs

- Regional analysis and rationale for decisions
- Council need to focus on priority and strategic issues
- Need better options with good analysis for decision making; need rigorous analysis, rationale and long-term planning needs improvement;
- policy in place for more consistent and transparent decision making
- Need to deal with the appearance of neighbourhoods or interest groups having undue influence – need Council to think of bigger picture and how it interacts with the public
- More collaboration – reduce information silos
- Consistency in enforcing bylaws
  - Need consistency in responses and interpretations of codes and bylaws

#### How can the public contribute to bringing about these changes?

- More town hall meetings and use of website – subject or issue related
- Clarity around structure, role and authority of Community Associations
- Voice opinions e.g., push for changes to high school curriculum to include civics (understanding government and your community, budgeting)
- Need to encourage higher voter turnout and engagement e.g., planning and budgeting

#### **Question 3: Saanich Council members sit on the CRD Board and its committees and other regional boards, committees and commissions.**

#### **What are the most important factors in ensuring that the interests of Saanich residents are well represented?**

- Have tools to ensure that Saanich residents are able to give input
- Need information and data to inform decisions; formal documentation or backgrounder to provide institutional history
- Informed opportunity to engage; better information needed on how to engage the CRD; as a region we lose out because we are 13 municipalities; memory is lost
- CRD issues should be part of campaigns and candidates' meetings

#### How can regional governance in the Greater Victoria area be improved?

- CRD members should be elected; increase independence and decrease conflict
- Need executive authority at regional level; clarify authority in Community Charter and other legislation; regional board members don't seem to have the authority they need to make a difference
- Foster regional thinking; compromise
- Better coordination and more collaboration between municipalities on issues, committees, action plans
- Increase joint planning
- Address the power of fiefdoms vs region (too many chiefs), and fragmentation which results in lost opportunities and funding vis a vis provincial and federal governments;

- address fragmentation that impact issue resolution; need a clearer path to provincial government
- Address disconnect between form and function to meet service delivery needs
  - Amalgamation would solve many service issues e.g., transportation, emergency services, water, sanitation; Amalgamate everything that is cross-border; amalgamate incrementally e.g., fire and police first; better integration of services
  - Tap into UVIC expertise
  - Move in the direction of boroughs such as New York City
  - Provide some mechanism for engagement; increase transparency to address lack of awareness by citizens
  - Regional police for major investigations – increase efficiencies

“Governance Café” Workshop at Cedar Hill Golf Course – April 12, 2017



### 3. Feedback from Town Halls – May 17 & 27, 2017

#### a) INTERNAL GOVERNANCE

##### Council – staff roles

- Council operates at a granular level, always “in the weeds” – they need to be strategic, allow staff to execute details; seems backwards currently.
- Staff seem to be setting strategic direction and Council just acts on staff reports.
- Role and accountability of CAO, and CAO-Council relationship needs greater clarity.
- Appearance of dysfunction. CAO doesn’t seem to be able to deal with certain conflicts of interest and behaviour
- Need clear definition of roles – staff vs. Council members. Focus on outcomes.
- The lack of role clarity creates administrative inefficiencies, inertia, mixed messages to public, lost opportunities, and discord between staff and Council, as well as with community members.
- Councillors should have training on how to be on a Board, e.g., fiduciary responsibilities, budget processes and parameters, metrics.

##### Decision making process

- During Shelbourne project, staff had little background in economics, which was needed for this project.
- Little cost benefit analysis done, e.g., Shelbourne Valley. This includes environment, social and economic benefits, and involves several different options based on data collected.
- Decisions should be based on evidence, Saanich does not collect or rely on data enough.

##### *Prioritization*

- Have to consider “nice to have” vs “need to have” – there is a limit to what the public can pay. Projects going forward need to have certainty in the budget. Levels A,B,C,D,E; for example, cat E could have 100% variance on price and still get put into the budget.
- Organizational capacity reviews worth considering. Central Saanich just did one and found that staff were not doing what Council and public expected. Planning, building development and inspection services division are good candidates for such a review.
- Municipalities have allowed themselves get involved in areas outside of their jurisdiction and should get back to basics, like sewers, roads, sidewalks and parks.
- Agenda of council is often late and priorities are off – Council needs to prioritize how and what they spend their time on.

##### Accountability

- Lack of clear, compelling vision, and leadership to see it through, is big concern.
- Should implement neutral review committee, accessed by citizens, to objectively investigate grievances from public.
- Council members should be required to live in Saanich.

- Municipal report cards should be developed; UBCM are doing some work in this area.
- There are no metrics provided to Council when they are making decisions. How often? How much? These are often questions that staff do not have answers for. Council should be giving staff clear direction from the outset on different scenarios, priorities, pros and cons, after a budget has been set, within the cost of living as well as Council priorities.
- Lack of economic development efforts, business attraction strategies – economic development strategy should be a priority (review what City of Victoria is doing in this regard).
- Look at signing authority for staff – some staff have \$200,000 of spending authority vs other municipalities where \$50,000 is the limit; maybe make these large amounts be only for fixed price contracts.
- Planning and Permitting seem to be absent of accountability.
- No accountability to public regarding availability of information; website very difficult to navigate and find anything.
- OCP and some Local Area Plans are out-dated and need improving, e.g., Gordon Head.
- Planning staff seem wedded to the past, with a “we tried that before and it didn’t work” kind of thinking.
- Need more progressive focus – governing and planning are based on last century’s needs; must have plans that cater to new generation (e.g., needs of OCP have changed since it was written).

#### *Access to information*

- Access to info is very difficult in Saanich – one of the most difficult, costly and slowest to deal with. This is an area that needs to be improved to show transparency and encourage people to be involved.
- Saanich website – difficult to navigate, almost impossible to find info.

#### Council meeting procedures / practices

- Council agendas need to be out a week before the meeting to provide adequate time for Council and public to digest and prepare to speak to items.
- Should have time limit for Councillor comments, except mover and seconder; also limits for public speakers.
- Explain reasons for going in-camera and release information as soon as possible afterwards.
- Consider term limits for Mayor and Council.
- Consider contracting out elections to Elections BC so staff are not put in potential conflict of interest; proceed with by-elections more quickly (may require provincial legislation change).
- Should have fewer closed meetings.

#### Financial stewardship

- Process should engage public earlier and be simple for public to understand and participate in.
- Better information for public needed.



- Low public interest and input.
- Information should be understandable and accessible.
- Salaries of some staff are too high. Severance packages are absurd, and may provide an incentive to do a bad job. Pensions will be unsustainable if this trend continues. BC Supreme Court establishes severance packages, and maximums are legislated.
- Salaries for non-management staff are set through collective bargaining, management salaries are based on annual survey of similar sized municipalities – must be competitive to attract good employees who will stay around.
- Should have more fixed price contracts instead of changeable.
- Provide clarity on how utility costs fit into budget process, and taxes.

#### Organizational performance and culture

- Saanich does the routine things well, such as garbage, but complex issues go on far too long, partly because the roles of staff vs. elected officials are not clear.
- Need review of services provided.
- Performance audits need to be done.
- Need to have an objective way to compare relative performance – need to look at priorities on a Dept. by Dept. basis.
- Must be able to ask “Do you have your objectives?” We don’t know if what we approved will be better than what we have now.
- Need to evaluate boundaries – many don’t make sense, e.g., Royal Jubilee Hospital and UVic boundaries overlap with Oak Bay and affected parties must deal with two local governments.
- Organizational culture is not working effectively and the reputation that Saanich is difficult to deal with is widespread; staff seem to do pretty much what they please.

## **b) COMMUNITY ENGAGEMENT**

#### Citizen engagement and communication

- Saanich tends to over consult; should not need to do so on every issue as Council is elected to make the decisions; Council should set vision and trust staff to do a good job, and if they don’t, citizens will speak up.
- Low community engagement – same people showing up to GRCAC events and other Saanich engagements, need to reach beyond the usual participant
- Low voter turnout and engagement troubling.
- Need to go to where the people are to engage them.
- Questions included on tax bill would be one way to get more transparent questions put out to citizens.
- Lack of young people at the table.
- Start young! Go into schools and talk about what governance is, why voting is important; students will want to have a voice and a new generation of engaged citizens will be created.
- Need to find better ways of connecting with community.

- How do we build community and economic well being of citizens? Saanich could be an education/innovation district, with UVic, Camosun, St Michael's, other schools, and Royal Jubilee Hospital.
- Template for planning must be developed for local area plans – learn from previous experience.
- Saanich should push info out – should be able to sign up to automatically receive info of interest.
- Local area neighbourhoods need to be supported with direct contact to Council
- Citizens don't know who on Council to approach to raise issues.
- Low profile of councillors in community.
- Issue is getting someone on council to take notice of the issues.
- Opinions put forward are not acted on.

#### Advisory Committees

- Perception that members often are there for personal gain or personal projects.
- Knowledge, experience and awareness need to be a pre-requisite to be on a committee.
- Selection process not well known and understood, not transparent.
- Sometime Advisory Committees get controlled and steered by staff and can be totally ignored.
- Role of committees may not be clear to Council committee members, or the public.
- Committees underutilized, with level of activity fluctuating with interest of Chair.
- Underutilization of committees could be improved by transparent selection criteria and term limits, but with consideration to loss of history/knowledge and how this could be retained and documented when people leave the committee.
- Relevant / appropriate skill sets and training can result in better value for the taxpayers.
- Committees do not receive any advance input opportunities.
- Should be tool for two-way information exchange, could do some strategic planning rather than just respond to Council's requests.
- Tighter Terms of Reference would make Committee more accountable to community, as members are the community.

#### Community Associations

- CAs are underutilized, and have great potential for meaningful two-way dialogue within the community, and between the community and Saanich.
- Council does not consult the CAs frequently enough or soon enough.
- Committees should be formalized so they are consulted and involved with decision-making – this then allows committees to serve as another way that Saanich Council is accountable to the citizens.
- Saanich lacks a natural community centre, so key to organize.
- Worthwhile to look at Victoria model for CAs, which includes a Councillor liaison; this holds Council more accountable and results in better communication.
- CAs don't speak for everyone, so individual voices still need to be heard.

## c) REGIONAL GOVERNANCE

### Current regional governance model

- CRD Board should be directly elected to ensure objectivity and accountability to region.
- CRD representatives not accountable to CRD, all are beholden to their municipality; voluntary agreements are easily abandoned, e.g., Esquimalt - CRD re sewage treatment plant.
- CRD Board – no taxation, no regional authority for transportation, emergency services.
- Traffic and housing are two key issues that have not been handled well by Saanich and CRD.
- Region needs better performance arts facilities infrastructure but burden should not be solely on home jurisdiction, e.g., Johnson St Bridge in Victoria.
- Police and Fire services should be integrated.
- Fire should be included in 911 Call Centre (currently combined police dispatch).
- Voting records of Saanich reps on CRD should be reviewed.
- CRD mandate should be amended and CRD should be in control of whatever they are mandated to do.
- Over 200 shared agreements, of which Saanich has signed on to 85 (need to have the details on these), numerous committees – there are administrative and efficiency costs to dealing with these, keeping them up to date, monitoring etc.
- Municipalities should be encouraged to use same platforms and systems to achieve economies of scale.
- Pay is higher in municipalities; the cost to taxpayers keeps going up. Langford has 3 to 4 times the population of Colwood and ¼ the number of employees. There must be alternative ways of getting things done.

### *Amalgamation*

- Amalgamation discussion should not be shied away from.
- There needs to be a clear question on 2018 ballot – use the “A” word in the question and make it “Yes “or “No”; role and accountability of CRD should be on the ballot.
- Variety of options and pros and cons – to be assessed by public, costs, how to amalgamate policy, consider varying financial positions among municipalities.
- Research shows mixed results on amalgamation and costs.
- More research needed – examples to review: New York City has a borough structure with a single Mayor, not sure what authority boroughs have.
- “Amalgamation Yes” representative believes a study is necessary as many people voted for it – GRCAC should recommend this to Council.
- Duncan - North Cowichan experience with amalgamation study worth looking at.
- Look to other municipalities and best practices for best ways to govern.
- Provincial government needs to be involved to make amalgamation possible.
- There is a cost to having 13 municipalities – what is cost of having fewer?

- Regional growth and amalgamation – population going up means more schools, more hospitals, more services, more traffic congestion (already have traffic lights too close together).

#### Other Comments

- Important for GRCAC to consult with Saanich staff, including Police and Fire.
- In Alberta, they do inter-municipal initiative plans. Big and small municipalities get together and plan. In Saanich, there are no plans, infrastructure occurs before the municipality consults with neighbours.
- “Fit for Future” from Australia is an example of how things could be evaluated and reviewed.
- Identify barriers to progress and eliminate them.
- Strata-titled community in Calgary area was given as an example –the whole community pays strata fees. Has a unique governance system that GRCAC should look at. As Calgary grows, the area gets brought into Calgary system.
- Watson report on Vancouver School Board may be useful info source.

#### Town Hall at Saanich Commonwealth Place – May 17, 2017



Town Hall at Garth Homer Centre – May 27, 2017



## 4. Feedback from Online Consultation

### a) Online Consultation Overview

Online consultation was conducted through PlaceSpeak from March 1 to June 15, 2017, and included a survey, Poll questions and a Discussion Forum. For those who preferred a hard copy, the Survey was also available to download on the PlaceSpeak site, at meetings and pop-up events, and on request. Twenty-one surveys were completed this way.

Figure A5 – PlaceSpeak Homepage

Overview Resources Discussions Noticeboard Events Polls

### Saanich Governance Review - Share your Views, Share your Vision

How satisfied are you with the overall regional governance model in Greater Victoria?

Very dissatisfied  
 Somewhat dissatisfied  
 Satisfied  
 Somewhat satisfied  
 Very satisfied  
 Don't know / No opinion

Vote

Invite Share

#### Contact Information

Governance Review Citizen Advisory Committee  
www.saanich.ca  
Email: saanichgovernancereview@shaw.ca

1794 Views 24 Comments 264 Connects

**UPDATE - June 16, 2017**  
This online consultation is now closed. We appreciated hearing from you regarding your views on Saanich governance and look forward to reviewing all the input as we develop recommendations for Saanich Council this Fall.  
Thank you for your participation.

**UPDATE - May 17, 2017**  
Consultation has been extended until **June 15, 2017**. If you haven't already done so, please take the time to do the **new Poll**, complete the Survey, and /or leave a comment on the Discussion Board. Your input is valuable and will go a long way to helping us develop recommendations to Council this Fall.

To assist participants' understanding about governance and how it may relate to their own experiences, a number of resources were offered on the site to provide context and information about municipal governance, as well as information on all the engagement opportunities and how to participate. These included:

- "Governance Matters... Get Informed!" backgrounder on governance concepts and the governance framework used in the review.
- "Governance Matters... Get Engaged!" backgrounder on the engagement opportunities and how to get involved.
- Draft "Municipal & Regional Services Fact Sheets" Services section of Capital Integrated Services & Governance Initiatives.
- PDF version of survey for downloading.

The Saanich Privacy Notice of Collection was also included to ensure respondents were aware of how personal information would be protected. The PlaceSpeak privacy policy was posted on the site as well.

## **b) Survey Responses**

A total of 251 surveys were submitted – 230 online and 21 in hard copy. This number is low for a municipality with a population of 114,148 (2016) and therefore the results cannot be considered statistically valid.

Additionally, the demographic groups that participated in the survey did not reflect a representative sample of the Saanich population. For example, 31% of survey respondents were identified in the 60-69 age group, while this demographic segment comprises only 14% of the population of Saanich.

With a small sample size and with non-representative demographic participation, we recognize the limitations of the survey data in forming conclusive assertions. Instead, comments made in the survey helped the Governance Review better understand some of the issues and concerns without drawing conclusions about the views of all Saanich residents.

Tables A1 and A2 summarize the respondent demographics.

**Table A1 – Survey Respondents by Neighbourhood**

Neighbourhood	Number of Responses	%
Blenkinsop	1	0
Cadboro Bay	19	8
Carey	18	7
Central Saanich	1	0
Colwood	0	0
Cordova Bay	12	5
East Sooke	2	1
Esquimalt	1	0
Gordon Head	36	14
Highlands	0	0
Juan de Fuca	0	0
Langford	0	0
Metchosin	0	0
Non-Resident	2	1
North Quadra	10	4
North Saanich	1	0
Oak Bay	4	2
Quadra	25	10
Royal Oak	27	11
Rural Saanich	23	9
Saanich Core	10	4
Shelbourne / Camosun	23	9
Sidney	2	1
Sooke	0	0
Tillicum	21	9
Victoria	7	3
View Royal	3	1
No response	3	1
<b>Total</b>	<b>251</b>	<b>100</b>



**Table A2 – Respondents by Gender and Age**

Gender	Age Group	%
<b>Male</b> <b>50%</b>	<b>Under 18</b>	<b>0</b>
	<b>18 to 29</b>	<b>3</b>
	<b>30 to 39</b>	<b>7</b>
<b>Females</b> <b>35%</b>	<b>40 to 49</b>	<b>9</b>
	<b>50 to 59</b>	<b>15</b>
	<b>60 to 69</b>	<b>31</b>
	<b>70 to 79</b>	<b>17</b>
<b>Other/No response</b> <b>15%</b>	<b>80+</b>	<b>2</b>
	<b>No response</b>	<b>16</b>

**c) Polls**

Two Polls were rotated on the PlaceSpeak site during the consultation period. Results are noted below.

**Table A3 – How satisfied are you with the overall regional governance model Greater Victoria?**

Response	Number	%
Very dissatisfied	21	40
Somewhat dissatisfied	18	34
Satisfied	4	8
Somewhat satisfied	7	13
Very satisfied	2	4
Don't know / No opinion	1	2
<b>Total</b>	<b>53</b>	<b>100</b>

**Table A4 – There are sufficient opportunities to participate in public consultation in Saanich.**

Response	Number	%
Strongly agree	8	16
Somewhat agree	14	23
Somewhat disagree	10	17
Strongly disagree	11	18
Don't know / No opinion	7	12
<b>Total</b>	<b>50</b>	<b>100</b>

## **APPENDIX E – Capital Regional District Services**

The services listed below have a defined set of participants, a specified purpose and scope and method of cost recovery:

[Animal Care & Control](#)  
[Arts & Cultural Support](#)  
[Building Permits & Inspections](#)  
[Capital Regional Hospital District](#)  
[Community & Public Health](#)  
[Community & Recreation](#)  
[Docks & Moorage](#)  
[Drinking Water](#)  
[Fire & Emergency Services](#)  
[Integrated Watershed Management](#)  
[Juan de Fuca Electoral Area Community Planning](#)  
[Libraries, Theatres & Museums](#)  
[Marine & Science Research](#)  
[Noise & Nuisance](#)  
[Parks & Trails](#)  
[Regional Housing](#)  
[Solid Waste & Recycling](#)  
[Stormwater, Wastewater & Septic](#)  
[Sustainability & Climate Change](#)  
[Traffic Safety](#)  
[Transportation & Transit \(SSI\)](#)

## **APPENDIX F – Data Management**

### **1. DATA ANALYSIS**

#### **a) Methodological Approach**

High quality research relies on the triangulation of data: multiple data sets and qualitative and quantitative analysis of data. Rigorous research (valid and reliable) should rely on various methods of analysis to account for the frequency and depth of people’s experiences/views. The Saanich Governance Review has engaged in the triangulation of data from various sources that has integrated quantitative (Likert Scale/ closed response questions) and qualitative data (open ended questions and focus groups).

Qualitative data analysis seeks to identify predominate themes in the responses given by participants. These responses are coded based on frequency. The validity of qualitative data is reached through constant comparative analysis (recoding) of commonly used terms or phrases to ensure validity of findings. This method also allows for unexpected findings to appear. For example, although there was no direct question asked about amalgamation – the word was reported in almost half of the responses given to questions of “most important change” and “regional services”.

The findings of the closed answer questions (quantitative data) are complemented or enhanced by the qualitative findings of this close analysis of the comments provided by respondents. In sum, qualitative data may reveal why someone feels amalgamation is important, not simply that it is important. Qualitative data exposes the former (why) and quantitative the latter (how often).

Statistical significance is only one measure of data validity and reliability, and requires large data capture to ensure generalizability of findings. To derive statistically significant results, a response rate of 30% is typically required. While the response rate for the survey was too low to provide statistically significant reporting, the results are valid from a qualitative perspective in that they provide a snapshot of the views and opinions of Saanich citizens and key stakeholders.

#### **b) Data Visualization**

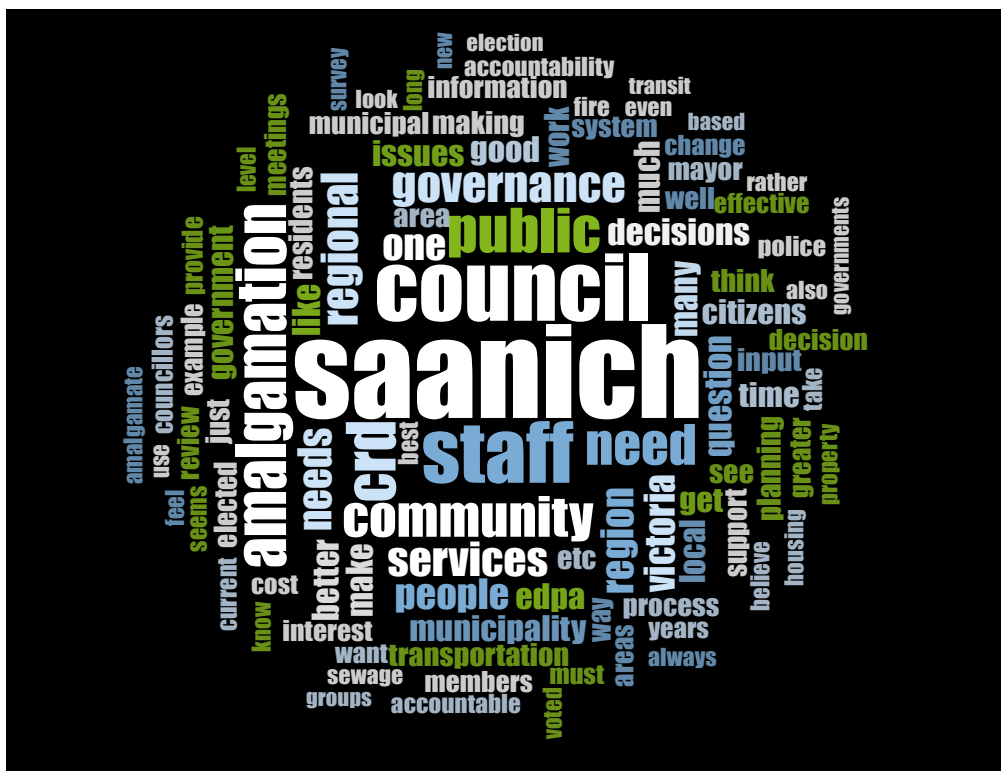
Word clouds (see Figure 1 and 2) provide a visual overview of the frequency of words stated by respondents and participants in the Saanich Governance Review. Word clouds synthesize various data into one graphic display of the 100 most frequently used words. The larger the word and more centrally placed in the graphic, the more frequently the word was used by respondents.

Figure 1 (Citizen Responses) was compiled from the various data captured in the online survey responses, public meetings, various community advisory committees, and Saanich Citizen's Advisory Network (SCAN). The word cloud indicates the importance of issues relating to Saanich include council and staff, CRD, and amalgamation.

In contrast, Figure 2 (Stakeholder Responses) was constructed based on various data captured in targeted stakeholder meetings with business leaders, advisory committees, senior staff. Figure 2 indicates the importance of issues pertaining to staff and council, and need for process.

In sum, each group of participants (citizens or stakeholders) used very different words to speak about the state of Saanich governance challenges and community needs, however, there appears to be consensus that the organizational culture of Saanich governance is problematic.

Figure A6 – Citizen Responses Word Cloud





## **APPENDIX G – Bylaw Enforcement Best Practices**

The committee supports consideration of the following 21 best practices, outlined in *Bylaw Enforcement: Best Practices Guide for Local Governments*, Special Report No. 36 to the Legislative Assembly of British Columbia, presented March 2016 by the Office of the Ombudsperson. The committee considered

### **1. Enforceability of Bylaws**

Council considers enforceability when developing or adopting a new bylaw. Local government enforcement staff can quickly and easily raise a concern about the enforceability of a bylaw with council.

### **2. Developing and Applying a Bylaw Enforcement Policy**

Council develops a written policy to assist staff in exercising discretion when making enforcement decisions.

Council and senior local government officials provide guidance to staff on how to apply the enforcement policy in their day-to-day decision-making.

### **3. Standards of Conduct**

Council and senior local government officials establish and make public standards of conduct for bylaw enforcement staff.

### **4. The Role of Council**

Council and senior local government officials develop a written policy to clearly define the separate roles of bylaw enforcement staff, council as a whole and individual members of council.

Local government policy clearly articulates that council members are not to be involved in day-to-day bylaw enforcement decisions.

### **5. Public Information**

Post all current bylaws, enforcement policies and complaint information on the local government's website.

Review bylaw enforcement information on the website on a regular basis to ensure information is current, accurate and complete.

## **6. Developing a Complaints Policy**

Local governments develop and implement a bylaw complaints policy that provides direction to staff and information for the public about:

- How to make complaints
- Which staff members are responsible for receiving, recording and responding to complaints
- How staff will record and respond to complaints
- How complainants will be informed of outcomes

## **7. Making, Receiving and Recording Complaints**

Local governments develop and implement an accessible complaints process that allows people to make complaints in a variety of ways.

Local government staff use one system to record all bylaw complaints and supporting information.

Local governments make all complaints processes and procedures publicly available.

## **8. Responding to Complainants**

Local government staff document all interactions, whether written or verbal, with complainants.

When local government staff respond to a complainant, whether in writing or verbally, they:

- Acknowledge receipt of the complaint
- Describe any steps taken to assess the complaint
- Describe any enforcement action taken or planned, or the reasons for no enforcement action
- Provide any other relevant information

## **9. Responding to Frivolous, Repeat or Multiple Complaints**

Local governments develop and implement a written policy for dealing with frivolous, repeat or multiple complaints.

If a local government decides to restrict a person from making complaints to the local government:

- That decision is made only by a senior local government official

- That decision is clearly communicated to the person in writing, outlining the nature of the restrictions, reasons for the restrictions, and when the restrictions will be reconsidered
- The local government does not prevent or limit other necessary contact with staff that is unrelated to the person's complaints

When responding to multiple complaints about the same issue, local government staff address each person's specific concerns.

## **10. Deciding Whether to Investigate**

Local governments provide bylaw enforcement staff with guidelines to assist them in making consistent and defensible decisions on whether to investigate a complaint. These guidelines define the circumstances in which staff can decide not to investigate a complaint and outline the factors staff should consider when making that decision.

## **11. Developing an Investigation Plan**

Bylaw enforcement staff create an investigation plan before initiating a complex investigation, and follow the plan to the conclusion of the investigation.

Each investigation plan developed by bylaw enforcement staff includes, at a minimum:

- Summary of the complaint or alleged infraction
- Relevant bylaw and the test that must be met to confirm that a bylaw infraction has occurred
- Evidence staff will need to gather to meet the test and where and how they will obtain that evidence
- Any applicable timelines for completing steps in the investigation

## **12. Documenting an Investigation**

Bylaw enforcement staff thoroughly document their investigation and any resulting decisions.

Each investigation file includes:

- Investigation plan
- Significant steps taken during the investigation
- Material evidence collected and the source of that evidence
- Significant decisions made and the rationale for those decisions
- References to all relevant legislation, bylaws or policy



### **13. Inspecting Private Property**

A local government develops a publicly accessible bylaw or policy that outlines when and how it can inspect private property and who may conduct those inspections. The bylaw or policy describes any circumstances where local government staff may be exempt from providing notice of an inspection.

Before conducting an inspection, local government staff:

- Determine whether an inspection is necessary to adequately investigate the alleged bylaw violation
- Determine whether it is possible to allow a resident time to comply with the bylaw without the need for an inspection
- Provide notice to the resident unless the situation is one in which the local government has stated in a bylaw or policy that notice is not necessary
- Include the reasons for the inspection in the notice

When conducting an inspection, local government staff are as minimally intrusive as possible, only inspect what is relevant to the bylaw being enforced, and complete the inspection in a reasonable amount of time.

### **14. Jurisdiction and Authority to Act**

Local government bylaw enforcement staff consider whether a matter falls within their jurisdiction and authority before taking enforcement action.

Council designates through bylaws the enforcement officers who issue municipal tickets or bylaw offence notices.

### **15. Notice Prior to Enforcement**

Local government bylaw enforcement staff provide reasonable notice prior to taking enforcement action.

Notice includes:

- Explanation of the relevant bylaw and how the person is alleged to have contravened it
- Reasonable time limits for compliance
- Potential consequences of failing to respond or comply within the time limits

Local government bylaw enforcement staff do not take enforcement action before the expiry of the compliance time limits set out in a notice letter or verbal communication. Local governments define the circumstances in which notice may not be provided prior to enforcement.

## **16. Enforcing Bylaws Proportionally, Equitably and Consistently**

Local government bylaw enforcement staff apply principles of proportionality, equity and consistency in bylaw enforcement decisions by:

- Considering whether an enforcement measure is proportionate to the harm caused by the violation
- Considering whether a person's circumstances would make enforcement unjust
- Considering whether an enforcement measure is consistent with policy and practice

## **17. Providing Reasons for Enforcement Decisions**

Bylaw enforcement staff provide a person affected by an enforcement decision with reasons for enforcement that:

- Describe the concerns that led to the enforcement action and the evidence supporting those concerns
- Set out the bylaw section on which the decision is based
- Are clear and easily understood by the person affected by the decision
- Provide information about options for review or appeal of the decision

## **18. Discontinuing a Service**

Local governments only end a service after all other options have been exhausted. Before ending a service, bylaw enforcement staff provide a person with:

- Written notice of the pending enforcement decision
- Reasons for the local government's decision
- Information about how the person can comply with the requirements, if that is an option
- Information about the person's right to dispute the decision and, if applicable, make representations to council before a final decision is made

## **19. Establishing Review and Appeal Processes**

Local governments describe in their bylaws:

- What decisions can be reviewed or appealed
- Who has authority to review or hear an appeal of those decisions
- How a person can request a review or appeal
- Possible outcomes of a review or appeal

Local governments develop and implement a policy that describes how reviews or appeals will be conducted.

## **20. Implementing a Fair Appeal Process**

Local government staff or adjudicators hearing appeals of enforcement decisions:

- Provide the person disputing the bylaw enforcement decision with a meaningful opportunity to be heard that is appropriate to the nature of the bylaw violation
- Are unbiased and have an open mind
- Provide adequate and appropriate reasons for their decisions

## **21. Public Information about Reviews and Appeals**

Local governments make information about bylaw enforcement reviews and appeals easily accessible to the public by posting it on the local government's website.

## APPENDIX H – Working Papers

### 1. Note on Election Issues

Is our current system representing the residents as effectively and efficient as possible? A ward system would allow candidates to be focused on a specific area. This could work well with the review of Community Associations.

Hybrid system – ward system combined with at-large nominations. Possibly 5 wards and 3 at-large candidates.

### Research on these issues

(A city of neighbourhoods: Report of the 2004 Vancouver electoral reform commission, Thomas Berger) (<https://lakecountry.civicweb.net/document/797>)

In general, a ward system:

- Encourages greater voter participation because of tailored campaign messages and more face-to-face interaction
- Results in less expensive election campaign for candidates, which can lead to a greater diversity of candidates

### Advantages of the ward system

- Stronger representation and accountability for residents of each constituency and different groups within the community
- Increased visibility and availability of councillors to their constituents
- Councillors having greater familiarity with neighbourhood issues
- Promoting the character of distinct neighbourhoods

### Disadvantages of the ward system

- Motivation for councillors to focus on small localized issues and make decisions that may not benefit entire community
- Voters can only vote for part of the council, though the entire council makes decision for the constituency and larger municipality
- Higher election costs due to multiple ballot preparation, public notifications, staffing, and staff training
- Potential for competition between wards for resource allocation and development projects.

Precedent – District of Lake Country (Okanagan) is the only district operating a ward system

### Challenges of the ward system in Lake Country

Since the ward system was established in Lake Country in 1995 the municipality has changed and the system is facing new challenges. These challenges include:

- Different population levels in each ward
  - Lake Country has a population of approximately 10,600 over an area of 122 square kilometres. The population of the four wards varies because they were established based on geographic areas rather than on population. Over 52% of the municipality's population lives in the neighbourhood constituency of Winfield, while Okanagan Centre has 20.8% of the population, Oyama has 16.9%, and Carr's Landing has 6.1%.
- Low candidate participation
  - In the 2005 election, 3 of 4 ward councillors won by acclamation.
  - In the 2008 election only one position was contested.
  - Many of the ward candidates are well known within their community and there may be a perception that candidates are predetermined by the residents prior to an election.
  - An at-large election system may encourage more candidates to run due to a larger playing field.
- Low voter turnout
  - In the 2008 election the voter turnout was 19%.
  - The numerous acclamations may have discouraged residents from voting and diminished public interest in local government.
- Changing geographical regional identity
  - When Lake Country was incorporated neighbourhood identities were very important; over time new residents have moved to the District and may not have the same neighbourhood identities.
  - One indication of the changing geographical regional identity is the numerous inquiries received at the last election asking "What ward do I live in?"

## 2. Note on Police Services

The committee considered a number of factors that indicated support for a review of police services in Saanich:

- “Closing the Gap, Policing and the Community”, (The Oppal Report)<sup>i</sup> recommended that the Provincial Government and the Union of B.C. Municipalities strike a committee to set broad policy goals for the rationalization of police services throughout the province.
- The Oppal Commission went further in recommending that the Province and the CRD create and fund a Capital Region Task Force on Rationalization of Police Services.
- The recent provincial study of shared services in the Capital Region<sup>ii</sup> identified the creation of a regional police force as an “opportunity” to be considered.
- The cost per Saanich resident may increase with a regional force. But over time, cost savings would be achieved after the initial phase in period, where transitional costs are front-end loaded. A regional force would have the capacity to provide more services, efficiencies, and ultimately to contain costs. As well it would be expected that high end administrative costs as a percentage of the overall budget would be reduced under a greatly enlarged entity.
- More effective policing would be provided by a regional police force. The average Saanich resident would be better protected. A common approach could be implemented to handle the opioid crisis, serious crime investigation, handling problematic cases of mental health, homelessness, regional traffic issues, public security, and more. Borders won’t matter.
- Access to better technology would increase under a regional police force as costs would be shared over a greater residential base.
- Crime prevention programs could be improved under a regional force.

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<sup>i</sup> Oppal, W.T. (1994). *Closing the Gap: Policing and the Community – the Report, Commission of Inquiry, Policing in British Columbia*. B.C. Government Publication, Ministry of Attorney General.

<sup>ii</sup> Capital Integrated Services & Governance Initiative, Circle Square Solutions & Urban Systems, March 2017